



NAVAL POSTGRADUATE SCHOOL

MONTEREY, CALIFORNIA

THESIS

**STATE AND LOCAL HOMELAND SECURITY
OFFICIALS: WHO ARE THEY
AND WHAT DO THEY DO?**

by

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September 2011

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**STATE AND LOCAL HOMELAND SECURITY OFFICIALS:
WHO ARE THEY AND WHAT DO THEY DO?**

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ABSTRACT

Today, hundreds of colleges and universities throughout the United States of America are offering prospective students homeland security certificates, bachelor's and master's degrees to educate a new cadre of homeland security officials. Yet, when asked, a practicing homeland security professional will likely admit that he/she has little idea what these students will be able to do when they graduate. The problem is that homeland security, in its current form, is not clearly defined and few understand what homeland security officials actually do, especially at the state and local levels.

This research addresses this problem *by asking* state and local homeland security officials about *who they are* and *what they do*. By conducting interviews with state and local homeland security officials in practice, this research provides insight into the world of nonfederal homeland security officials, their activities and their backgrounds. It further provides a set of recommendations for developing educational, training and developmental programs that support homeland security officials at the state and local levels.

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LIST OF ACRONYMS AND ABBREVIATIONS

CBRNE	Chemical, Biological, Radiological, Nuclear, and Explosive
DHS	Department of Homeland Security
EMPG	Emergency Management Performance Grant
FEMA	Federal Emergency Management Agency
GAO	Government Accountability Office
HSAC	Homeland Security Advisory Council
MPDC	Metropolitan Police of the District of Columbia
ODP	Office of Domestic Preparedness
POTUS	President of the United States
QHSR	Quadrennial Homeland Security Review
SEMO	State Emergency Management Organizations
SHSGP	State Homeland Security Grant Program
SPR	State Preparedness Report
UASI	Urban Area Security Initiative

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I. INTRODUCTION

“I have told different people I’m in homeland security instead of emergency management because it sounds like a better job” (Interview #8, July 26, 2010).

A. INTRODUCTION

Today, hundreds of colleges and universities throughout the United States of America are offering prospective students homeland security certificates, bachelor’s and master’s degrees to educate a new cadre of these homeland security officials (Polson, Persyn & Cupp, 2010).¹ If you ask a practicing homeland security professional, however, he or she will likely admit to having little idea what these students will be able to do when they graduate (Interview #20, August 31, 2010). The problem is that homeland security, in its current form, is not a clearly defined discipline and few understand what homeland security officials actually do, especially at the state and local levels.

B. BACKGROUND

While this thesis was being written, homeland security officials in the state of Michigan were responding to a large inland oil spill that resulted from a failed oil transmission pipeline. It is estimated that over 1 million gallons of crude oil entered southern Michigan’s Tallmadge Creek and affected 30 miles of the Kalamazoo River. As of August 31, 2010, over \$13 million had been spent in response to the event and as many as 1,930 people have been involved in the response effort (USEPA SITREP #37, 2010, pp. 15–19). It is estimated that nearly 9 million gallons of oil and water mixture had been collected as part of the clean-up process. The incident resulted in numerous evacuations and the permanent and temporary displacements of residents. To aid in the

¹ The Naval Postgraduate School’s University Agency Partnership Program (UAPI) provides participating educational institutions with curriculum and faculty support services for homeland security educational programs. They list the number of participating institutions on their website as well.

response efforts, a small city of modular buildings was constructed to house the 10 agencies serving in the unified command and the additional 19 cooperating agencies involved.

As part of the response to the oil spill, homeland security officials represented their jurisdictions in a variety of capacities. At the local level, emergency managers and homeland security coordinators within the sheriff's department were responsible for managing specific response activities. These individuals collaborated with representatives from other county agencies and the federal government and worked to ensure that the local residents within the affected area were provided the resources required. In addition, these homeland security officials coordinated with transportation officials on road closures and developed plans to gain access to affected properties. These individuals also maintained a dialogue with law enforcement agencies to keep them apprised of the situation. Many of these homeland security representatives were also required to attend unified command briefings.

In addition to managing the response-related activities, these homeland security officials were also expected to maintain normal day-to-day tasks such as communicating with county officials and responding to questions from their constituents. For example, one day many of these officials had to meet with the press about the oil spill and were then expected to go to a regional planning meeting for tornado preparedness. Even though these officials were in the midst of responding to the oil spill, they still had to maintain planning and preparedness efforts to address other threats facing their community.

A challenge at the local level for many of these homeland security officials is that they tend to have a limited support staff, if any at all. Another difficulty is that these officials have had to react to a changing and unpredictable environment. Since they must rely on state and local partners for assistance and mutual aid, there is a need to be able to communicate and collaborate with others. This chaotic, unpredictable and often changing environment (in that results of actions can sometimes not be anticipated) represents the complex world of the state and local homeland security official. *But who are these officials and what prepares them to take on such responsibility?*

This research attempts to address this problem *by asking* state and local homeland security officials about who they are and what they do. Their answers provide valuable insight into the practices of homeland security officials at the state and local levels. It is expected that the information gleaned from these professionals will assist in the development of future homeland security education programs and will help frame the discussion about what homeland security is today, and what it might look like tomorrow.

C. RESEARCH QUESTIONS

- 1. What Is Homeland Security?**
- 2. Who Are Homeland Security Officials?**
- 3. What do Homeland Security Officials Do?**

The impetus for this research was an article entitled “Changing Homeland Security: What is Homeland Security?” In this article, Dr. Christopher Bellavita identified the need for addressing this research topic by writing:

One could also derive a *correspondence* view of the truth—the “objective reality”—by discovering what it is people actually do when they claim to be doing homeland security. That research may have already been done. I am unaware of it. (2008, p. 21)

It is from within that context that this research endeavor was initiated.

D. SIGNIFICANCE OF RESEARCH

Currently, there is very little research into the work of homeland security officials. The results of this examination of who homeland security officials are and what they are doing may assist those within the academic and policy-making community in the development of future programs. An understanding of the activities and duties of local and state government professionals as they relate to homeland security will allow educational institutions teaching homeland security to better adopt curriculum in this area. Federal, state and local homeland security policy makers, legislators, academic institutions and persons that want to understand what homeland security is might find this thesis useful.

Future research into this subject can expand on this paper in the areas of leadership skills of homeland security officials, academic programs for homeland security, and funding related to state and local programs. It would also be valuable to understand if the funding for state and local homeland security leaders is substantially different today than it was prior to many of the current homeland security initiatives. It is believed that this research represents a small first step in the development of a better understanding of what homeland security is and the characteristics of the people that are doing it.

E. RESEARCH CLAIM

The primary claim of this research is that state and local homeland security officials are professionals associated with traditional disciplines who participate in homeland security as part of their complex working environment. To elaborate, it is anticipated that this research will show that state and local homeland security officials are in fact state and local leaders in traditional roles, with traditional sources of funding, operating in established disciplines that have a homeland security nexus, as well as nexuses to other enterprises.

Individuals who represent themselves as their agency's homeland security official representative tend to possess these qualities and have attained leadership positions or at least managerial responsibilities. These concepts will be explored as the characteristics of actual practicing homeland security officials are analyzed. The significance of this claim is that, in the absence of homeland security these professionals would continue in their roles as traditional operators within their disciplines.

It is also stipulated that homeland security has not been institutionalized at the state and local levels of government, and therefore exists only tenuously beyond the federal government level. If true, this demonstrates a failure of the homeland security enterprise to make important inroads into the levels of government most associated with incident response, and could demonstrate that homeland security grant programs are the best definition of what homeland security is in reality.

F. ORGANIZATION OF STUDY

Chapter I of this study provides an overview of the problem addressed in this study. Chapter II develops a context for the research by reviewing the currently available research on: homeland security officials, leadership in homeland security, complexity theory, and homeland security programs on the state and local levels. Chapter III explains the research methodology and processes. Chapter IV includes the analysis of the data. Finally, Chapter V articulates the findings of the research and recommendations to address the research question.

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II. LITERATURE REVIEW

A. INTRODUCTION

The literature in this overall field of inquiry is very diverse but is somewhat limited in relationship to the research questions. A review of literature can place the existing body of knowledge in the following subcategories:

- **Homeland Security Professionals**
- **Leadership and Management in Homeland Security**
- **Homeland Security and Complexity**
- **Homeland Security Programs**

This chapter provides background and directly relates existing literature to the research questions.

B. HOMELAND SECURITY OFFICIALS

While literature specifically about homeland security officials was limited, the information regarding homeland security and research describing managers and professionals were common. This research approached this body of literature by looking at the intersection of these two separate areas as a means to understand homeland security officials.

1. Professionalism

An important aspect of this research is the attempt to develop a better understanding of who homeland security professionals are and what they do. But *what is a professional* and are homeland security practitioners *professionals*? Homeland security is not clearly defined as a discipline, and it is unclear that homeland security is, in fact, a profession. It is certainly not considered one of the “learned professions,” which are generally defined as the practices of Law, Medicine and Theology. Therefore, to refer to “homeland security professionals” may be inappropriate.

Dictionary.com Unabridged (2010) defines a ~~professional~~” as ~~a~~ person who belongs to one of the professions, esp. one of the learned professions” or ~~a~~ person who is expert at his or her work,” yet this definition does not address whether someone is a ~~professional~~.”

It is important to note that ~~homeland security professionals~~” do not exist in the same way that ~~professional engineers~~” exist. In most states, professional engineers must meet a set of standards and pass state-administered examinations before being certified a ~~professional engineer~~” or allowed to use the initials ~~PE~~.” The current lack of standards or certification is not meant to imply that homeland security officials are unprofessional or lacking abilities. It is important, however, to recognize that homeland security is a field that requires specialized knowledge and expertise.

Max Weber, a German sociologist and philosopher, addressed the concept of professionalism in an essay examining politicians, which provides a uniquely appropriate corollary to the homeland security professionalism issue. Weber described ~~occasional~~” and ~~part-time~~” politicians, as persons who engaged in politics occasionally (such as voters) or slightly more often for personal gain. For Weber, a ~~professional politician~~” was one who ~~lives for~~” or ~~lives off~~” of politics. In a 1978 translation, Weber’s essay entitled *Politics as a Vocation* provides the context for the term professional:

The prince could not make do, of course, with these merely occasional or part-time assistants. He had to seek to create from himself a staff of assistants wholly and exclusively dedicated to his service, thus professionals. (Gunlicks, 1978, p. 500)

Using the Weber criteria, homeland security practitioners who are ~~wholly and exclusively~~” dedicated to service in homeland security would potentially be ~~professionals~~.” This research will provide some insight into whether state and local homeland security officials could therefore be considered ~~professionals~~.”

2. Homeland Security Disciplines

Another relevant aspect of the literature deals with the disciplines of homeland security. A turn toward the disciplines associated with homeland security did provide a few results. However, one of the stumbling blocks related to specifying which disciplines

actually comprise homeland security. In a manuscript entitled “Homeland Security Disciplines and the Cycle of Preparedness,” Dr. William V. Pelfrey (2004) described the disciplines related to preparedness. Pelfrey bases this summary on activities conducted by the Office of Domestic Preparedness (ODP) in which focus groups were used to identify the key preparedness-related disciplines. The ODP identified ten key preparedness disciplines, the first four of which were considered primarily responsible for response and recovery.

Initial Disciplines	
Law Enforcement	Emergency Dispatch
EMS	Health Services
Fire Service	Emergency Management
HAZMAT	Government Administrative
Public Health	Public Works

Table 1. Initial Disciplines of Preparedness (From Pelfrey, 2004)

In an effort to further define disciplines, Pelfrey identified additional categories, or as he refers to them “loose collectives of functional emphases,” that were identified as being related to preparedness (2004, p. 1). The disciplines or activities were identified as:

Secondary Disciplines	
Business Continuity	Red Cross, Volunteer and NGO's
Conveyances	Public Information
Cyber-security and IT	Media Management
Infrastructure Protection	Public Warning / Alerts
Homeland Security	Public Places / Major Facilities
Educational Institutions	Private Sector
Private Security, Loss Prevention	Financial Institutions
Major Event Security and Public Safety	Risk Management
Prosecutor	Transportation Services
Skilled Trades	Military

Table 2. Secondary Disciplines of Preparedness (From Pelfrey, 2004)

In 2009, a focus group at the Naval Postgraduate School's Center for Homeland Defense and Security re-examined the disciplines and professional categories of homeland security. The results of this work yielded a list of Tier I and Tier II homeland security disciplines or professional categories. This reinforced the findings of Pelfrey and added a few new categories that were absent from the earlier work.

Another approach to understanding which disciplines comprise homeland security involved reviewing the website of the U.S. Department of Homeland Security (DHS) to determine categories of homeland security jobs. DHS classifies positions into mission support, law enforcement, immigration and travel security, or prevention and response. These categories are seemingly based on the federal agencies associated with elements within the Department of Homeland Security. At the state and local levels, the homeland security core disciplines tend to align with public safety (law enforcement, fire, EMS), emergency management, public health, and government administration.

Research describing homeland security professions identified two reference books that were relevant to this topic. While these sources tended to be from a nonacademic, career-planning perspective, they do provide some insight into understanding the current homeland security job market. The first of these was published in June 2010 and is entitled *Becoming a Homeland Security Professional*. This book provides some discussions related to the homeland security career landscape and includes suggestions on how to apply for homeland security jobs. It is interesting to note, however, that the perspective of this book is confined to the federal government. Specifically, there is no discussion about homeland security outside of the DHS context. According to this book, the answer to the question “What is Homeland Security” would be the Department of Homeland Security (*Becoming a Homeland Security Professional*, 2010).

A second source was Barron’s career guide (2010), which provides readers with *slightly* more options. While one may be initially encouraged to find that it tackles the “What is Homeland Security” question within the first chapter of the book, one is soon disappointed as the definition is easily recognized as the definition of homeland security from the original National Homeland Security Strategy of 2002. The definition does, however, make the point that “homeland security is evolving” (Hutton, 2003).

The Barron’s guide also includes a section on state-level homeland security agencies. It includes a section entitled, “Opportunities with Individual State Emergency Management Organizations (SEMO’s)” and provides a list of state contacts (Barron’s, 2010). This document includes a “Special Note,” which explains that:

Most states are in the process of establishing state homeland security agencies. However, at the time of this publication, most are token efforts at best and are housed with the state’s SEMO or governor’s offices. (Hutton, 2003, p. 99)

It also includes a statement explains that:

Like police departments in the United States, each SEMO is slightly different. Some, like the one in Hawaii, are just an extension of the National Guard. Most SEMO’s utilize existing state employees in various agencies for staffing. (Hutton, 2003, p. 99)

These passages seem to indicate that, from the state level, homeland security officials are largely in existing roles in state agencies, and state homeland security activities are largely being overseen by state emergency management officials or governors' staff.

Part of the difficulty with the vagueness of homeland security is the inability to understand what qualifications or skills homeland security professionals possess. This difficulty is enhanced by two major factors. First, that homeland security is a U.S.-based term and concept, and second that there is a lack of recognition that other enterprises have resolved vagueness within their own disciplines by emphasizing the core disciplines of their enterprises, as exemplified by the healthcare industry.

Homeland security is a largely American development, used to describe an element of U.S. national security policy and strategy. This literature review was not able to identify examples of the use of the term "homeland security" by countries other than the U.S. To reinforce this point, a simple query of the Internet was conducted. On August 15, 2010, the researcher conducted a usajobs.com search using the term "homeland security" that yielded 1,606 results, which encompassed available federal jobs alone. A search on the Canadian jobs database canadajobs.com yields zero (0) results for job opportunities (see Figure 1). A similar search on the UKjobsnet.com site resulted in one (1) result job opportunity (see Figure 2).

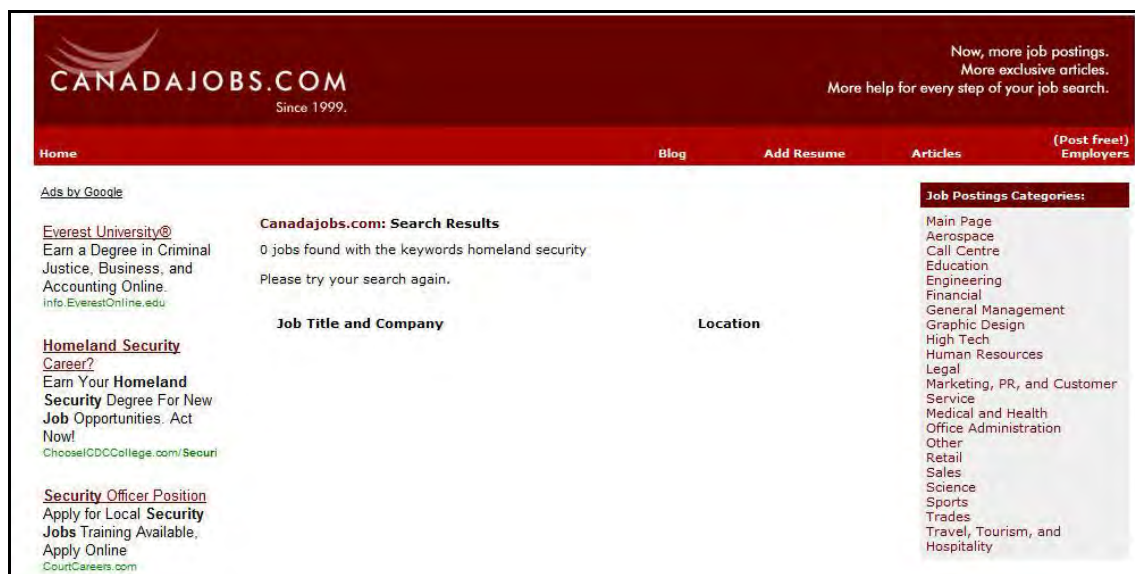


Figure 1. Screenshot of Canadajobs.com Search for "Homeland Security"

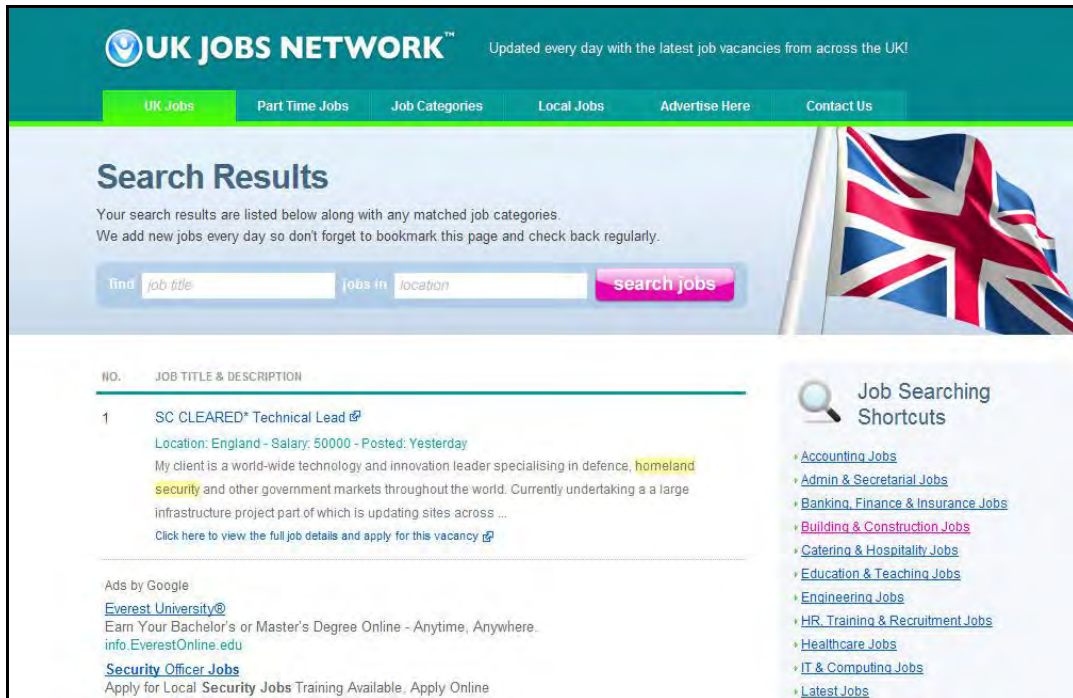


Figure 2. Screenshot of ukjobsnet.com Search for “Homeland Security”

The ubiquitous use of homeland security in the United States exists in contrast with its lack of use in other countries. In 2009, a senior official with experience in international security issues stated, “In Pakistan they may define ‘homeland security’ as hiring terrorists to attack Indian cities—homeland security is a term that has little meaning outside of the United States” (Anonymous, personal communication, August 4, 2009).

The lack of use of “homeland security” outside of the United States may limit the options of professionals and international job seekers and likely indicates that the term has not yet been widely accepted by the international community. As such, the effectiveness of homeland security education and training programs may be limited to the domestic market. Thus, in answer to the question “What do homeland security officials do,” they most likely work in the United States.

3. Homeland Security as a Profession

The term “healthcare” describes the large and diverse array of services related to the maintenance and restoration of the health of people. All persons and jobs that have a nexus to the health of humans are healthcare professionals. One can be in healthcare and not be a doctor; however, there is no way to be a medical doctor and not be in healthcare. There are no “healthcare” degrees at colleges, but there are degrees in healthcare administration and nursing. Because of the broad meaning of the term “healthcare,” there is not sufficient specificity to develop a degree specialty—one has to study the particular field or specialty within the broad category.

It might be said that homeland security is a field and not a specific discipline. Just as there are healthcare professionals, it might be possible to be a homeland security professional as long as one has expertise in a related discipline. So, one might ask, “What are the disciplines of homeland security?” It is intended that this study will shed some light on this question as well, since it involves the surveying of current homeland security officials and asking about their disciplines.

It is further interesting to consider that, as a homeland security professional, one is likely to be an emergency manager, but to be an emergency manager, one does not necessarily have to call oneself a homeland security professional. This dichotomy indicates that homeland security is a term that may be used, or not, depending on individual preference.

C. LEADERSHIP AND MANAGEMENT IN HOMELAND SECURITY

It is recognized that homeland security officials, practitioners and managers are not necessarily homeland security leaders. Leadership, as indicated in the referenced literature to follow, intimates a unique set of qualities and abilities. While this research does not directly address the differences between managers and leaders in homeland security, it will explore literature pertaining to homeland security leaders as well as managers and practitioners to review issues pertinent to the study of homeland security officials in general.

While copious sources of literature are available on leadership and management in general, the available research in the specific area of homeland security is limited but increasing. Several students in the Naval Postgraduate School's Center for Homeland Defense and Security have studied the interactions of leadership and homeland security.

The first of these is the work of Christina Bell, who studied the Department of Homeland Security with the goal of providing some insight into the development of a leadership strategy. In the course of her research, she found that "Effective leadership is required for DHS professionals to mobilize resources in collaboration with federal, state, and local governments, and many other diverse stakeholders to meet the primary mission of protecting the American people and the homeland" (Bell, 2008, p. 159). Bell found, through interviews conducted with leaders both inside and outside of DHS, that there existed a set of specific elements that the Department of Homeland Security should implement as a leadership strategy tailored for the department. These elements include: 1) enabling networked leadership (or ~~meta~~-leadership") capabilities and collaborative communications; 2) creating and fostering the ~~right~~" leadership environment; and 3) providing enablement and reinforcement that directly support particularly leader development (Bell, 2008).

A second significant thesis on homeland security leadership was written by Nola Joyce, which examined the role of leadership as it relates to the complex world of homeland security. Her thesis focused on Charles Ramsey, the former Chief of the Metropolitan Police of the District of Columbia. After conducting a series of interviews with Ramsey, and reviewing pertinent literature on the subject and analyzing the results, Joyce was able to draw several conclusions regarding leadership in a complex homeland security environment. For instance, Joyce observed that leadership was a process, involving cognitive knowledge, tacit knowledge and action. This is a significant finding for the research into state and local homeland security officials because indications of these qualities may help us to understand if state and local homeland security officials are, in fact, homeland security leaders (Joyce, 2007).

A study of leadership in homeland security could not overlook the fact that the first two leaders of the Department of Homeland Security have written memoirs of their

experiences. While their work examines the homeland security enterprise from a unique and federal perspective, their work can offer insights into their leadership qualities that may have some bearing on this study.

The first head of the Department of Homeland Security, Tom Ridge (2003–2005), arrived with a pat on the back from the president and was told he would have no secretary, but an office near the president of the United States. When he left the post, he commanded 180,000 employees and his new department had subsumed 21 others. While his book, *The Test of Our Times*, reads more like a personal memoir, it does convey the complexity of homeland security. In one passage, Ridge describes the “Culture of Secrecy” that permeated (permeates) federal agencies that have a role in homeland security. As he discovered, over 40 agencies were involved, and in his new job he was responsible for making sure they worked together to safeguard the country. Like the research conducted on Ramsey, Ridge does not describe the theoretical realm of complexity, but rather describes the way that complexity presents itself in reality, and he also describes ways of dealing with complexity that will be discussed later in this thesis.

The second head of the DHS, Michael Chertoff (2005–2009), wrote a book entitled *Homeland Security: Assessing the First Five Years*. This book reads more like a series of professorial speeches than a memoir. Chertoff arranges the book in the prevention, protection, response and recovery motif and soliloquizes extensively on each topic. One chapter did stand out for its candor and frankness, the chapter dealing with the question of the Federal Emergency Management Agency (FEMA) and its position inside the Department of Homeland Security. Obviously a touchy subject, Chertoff provides his opinion in full view, and provides evidence to support his position. While the rest of the book rehashes nagging problems in homeland security, this chapter provides a little insight into the leader, the way that he thinks and the relationship between emergency management and homeland security, which is so important to state and local homeland security leaders—as one hears from their interviews (Chertoff, 2009).

In their paper published by the Center for Public Leadership at Harvard’s John F. Kennedy School of Government, authors Leonard Marcus, Barry Dorn and Joseph Henderson have attempted to redefine leadership in the context of emergency

preparedness. In coining the term “meta-leader,” the authors provide a context for understanding the unique and difficult challenges of leadership in a complex environment. Meta-leadership, they write, “refers to guidance, direction and momentum across organizational lines that develops into a shared course of action and a commonality of purpose among people and agencies that are doing what appears to be very different work” (Marcus, 2005, p. 44). The authors make the case that 10 qualities are necessary in meta-leadership:

1. **Courage**—despite significant resistance, persists in forging the systemwide mission, focus, and connectivity necessary to build a network of readiness.
2. **Curiosity**—approaches challenges with a calculated measure of humility and curiosity.
3. **Imagination**—envisions what cannot otherwise be seen.
4. **Organizational Sensibilities**—envisions and constructs complex networks and capacity to enable critical decision-making connectivity.
5. **Persuasion**—makes the case for seriously accepting threats and then promotes a sound strategy and plan to address them.
6. **Conflict Management**—steps in to resolve emerging differences and keeps everyone on mission and on track.
7. **Crisis Management**—prompts a coordination of effort within the moment of crisis that maximizes the response system’s capacity to reduce mortality and morbidity.
8. **Emotional Intelligence**—derives steadiness, security, and support from within themselves.
9. **Persistence**—brings and maintains ample perseverance by keeping pace with the flow of surrounding events.
10. **Meta-Leadership as a valued effort**—understands and values the importance of social networking and its direct impact upon the effectiveness of their work during an emergency. (Marcus, 2005, as adapted by Bell, 2008, pp. 44–45)

These 10 “meta-leadership skills” provide some insight into the qualities of a homeland security leader.

While general management and leadership literature was not reviewed in detail in favor of leadership literature related to homeland security topics, a few sources stood out for their similarity or applicability to homeland security, or their contribution to the question—what is a manager or professional? The first of these was a study conducted for the University of Michigan School of Business. In *Managing the Unexpected: Assuring High Performance in an Age of Complexity*, Karl E. Weick and Kathleen Sutcliffe studied so-called high-reliability organizations, such as nuclear power plants and aircraft carriers, to try to understand what leadership qualities were necessary for success.

In these cases, success was defined as minimal accidents or interruptions. These researchers were able to describe key management qualities for success in a complex world. These are what they described as the collective state of “mindfulness” (Weick & Sutcliffe, 2001). Mindfulness is best described as the confluence of these five states of being:

1. Preoccupation with failure rather than success,
2. Reluctance to simplify interpretations,
3. Sensitivity to operations,
4. Commitment to resilience, and
5. Deference to experience as exhibited by the encouragement of a fluid decision-making system. (Weick & Sutcliff, 2001, p. 12)

These qualities could well translate to the homeland security professional.

In his work on management, Richard E. Boyatzis has made a significant contribution to the study of management and what constitutes a manager. In his book, *The Competent Manager*, Boyatzis defines what a competent manager is by studying personal effectiveness. He defines effectiveness as “the attainment of specific results (i.e., outcomes) required by the job through specific actions while maintaining or being consistent with policies, procedures, and conditions of the organizational environment”

(Boyatzis, 1981, p. 12). Boyatzis goes on to answer the question of “what enables a person to demonstrate the ‘specific actions’ that lead to ‘specific results’”:

Certain characteristics or abilities of the person enable him or her to demonstrate the appropriate specific actions. These characteristics or abilities can be called competencies, which will be defined and discussed at length later in this chapter. At this point, it is sufficient to say that the individual’s competencies represent the capability that he or she brings to the job situation. When the responsibilities of the job to produce the desired results require the demonstration of specific actions, the individual draws from his or her inner resources for the capability to respond. These requirements of the job can be considered the demands on a person. (Boyatzis, 1981, p. 12)

This description of the source of competencies leads us to consider the experience and knowledge necessary for the homeland security professional. This research will be useful as we gauge the importance of experience and the inner qualities of homeland security officials in the context of their job duties and required competencies.

D. HOMELAND SECURITY AND COMPLEXITY

Previous research related to homeland security and homeland security leaders has addressed the complex nature of homeland security and its relationship to complexity theory. The review of the literature highlighted the importance of complexity theory in general. This literature review will focus on complexity as it relates to homeland security and emergency management.

In a paper outlining some of the successes of the City of Chicago’s emergency management endeavors, Chicago Mayor Richard Daley (2009) remarked that:

The phrase “Many hands make light work” may be a well-dated cliché, but in the fields of emergency management and homeland security, it is a remarkably appropriate phrase. Considering the complexity of emergency response, it is important to have everyone working together. (p. 254)

The iconic Mayor’s remark sheds light on the fact that the discipline of emergency management and the homeland security enterprise share the distinction of operating in the realm of complexity, and that in order to adapt, leaders must recognize

the need to collaborate. It also serves to describe the fact that effective homeland security officials “get things done through other people,” which also happens to be the definition of a manager or leader (Boyatzis, 1981).

Research into homeland security and its relationship to complexity theory has become more prevalent. Several researchers, including Bell and Joyce, have linked Complexity Theory to homeland security. The unpredictability of threats to homeland security, the multi-agency collaboration required for success, and the potential for unexpected outcomes makes homeland security a match to the characteristics of complexity theory.

An additional aspect of Joyce’s findings related to complexity. Her conclusion, based on her research into homeland security leadership, was that successful leaders must be able to operate in a complex environment by “reinforcing positive patterns, and taking energy away from negative patterns” (Joyce, 2007, p. 74). In her research, Joyce developed, but did not emphasize, a key point that has pertinence to this study. Joyce noted in her conclusions that Charles Ramsey “understood complexity and chaos, not as theory but in practice” (Joyce, 2007). This point resonates with this research as we interact with state and local homeland security officials who may not possess advanced academic education, but have a significant amount of practical experience in dealing with complexity at the state and local levels.

What is less understood, as Christina Bell points out in her thesis’ treatment of complexity, is how to apply complexity from a practitioner’s point of view. Arguably, the work of D.J. Snowden and Mary Boone, as presented in their 2007 piece for the Harvard Business Review, entitled *A Leader’s Framework for Decision Making*, makes a concerted effort to do just that. They provide both an overview and some concrete practical examples of the application of complexity theory as represented by the Cynefin Framework. First, their description of the characteristics of a complex system provides a handy overview for the potential practitioner to use in recognizing complexity. According to Snowden and Boone, a complex system has the following characteristics:

- It involves large numbers of interacting elements.
- The interactions are nonlinear, and minor changes can produce disproportionately major consequences.
- The system is dynamic, the whole is greater than the sum of its parts, and solutions can't be imposed, rather, they must arise from the circumstances. This is frequently referred to as emergence.
- The system has a history, and the past is integrated with the present; the elements evolve with one another and with the environment, and evolution is irreversible.
- Though a complex system may, in retrospect, appear to be ordered and predictable, hindsight does not lead to foresight because the external conditions and systems constantly change.
- Unlike in ordered systems (where the system constrains the agents), or chaotic systems (where there are no constraints), in a complex system the agents and the system constrain one another, especially over time. This means that we cannot forecast or predict what will happen. (Snowden & Boone, 2007, p. 6)

According to Snowden and Boone, the recognition of these characteristics can aid the practitioner in recognizing a complex system. Once aware that one is operating in the realm of the complex, one can then apply the Cynefin framework to assist in the decision-making process.

The Cynefin framework, also the work of David Snowden and colleagues, provides a sense-making tool for dealing with complex systems. The framework is best summarized by the following diagram, which appears in several of Snowden's academic articles:



Figure 3. The Cynefin Framework

The framework consists of five separate ~~domains~~,” each representing a cognitive space to consider when the issue is being framed. These spaces are as follows:

- **Simple**—where cause and effect have an obvious relationship, where best practices, policies and bureaucracy are effective, and where sense-categorize-respond is the appropriate action sequence.
- **Complicated**—where the relationships between cause and effect require expert knowledge to analyze and predict, and where good practices may work, and sense-analyze-respond are the most appropriate actions.
- **Complex**—where cause and effect are not known until after the fact, and where a group of experienced advisors may assist in the actions of probe-sense-respond.
- **Chaotic**—where the approach is to act-sense-respond because there is no relationship between cause and effect and new practices must be discovered. (adapted from Snowden & Boone, 2007)

The framework describes the type of actions that could be undertaken in each of the domains to most appropriately match the complexity of the circumstances. This provides leaders with at least some framework for decision-making.

The framework is described in several academic papers and articles relating to homeland security and complexity written by Dr. Christopher Bellavita. In his paper, *Shape Patterns, Not Programs*, Bellavita suggests that, ~~the~~ most significant strategic issues the homeland security community will face in the next ten years are in the unordered domain of complex adaptive systems” (Bellavita, 2006).

Several other scholarly publications support the concept of homeland security as a complex field. For instance, Carafano and Weitz, from the Heritage Foundation, have written a ~~Background~~” piece on the need for DHS to develop ~~Complex System Analysis Centers for Excellence~~” (2009, p. 6). In an article written for the journal *Homeland Security Affairs*, Thomas Goss outlines the new challenges for homeland security and defense. Goss points out that one aspect of the complexity of the new threats is that they are neither clearly law enforcement nor military in nature, and that ~~this~~ complexity and lack of certainty also challenge any attempt to divide possible hostile threat actors among various agencies with homeland defense and homeland security responsibilities” (Goss, 2006, pp. 2–3).

In *Changing Homeland Security: Teaching the Core*, Bellavita and Ellen Gordon discuss the fact that homeland security is in a “pre-paradigm phase as a professional discipline” and that as such there are significant opportunities for emergent ideas—a situation that the authors find “liberating” (Bellavita & Gordon, 2006). In *Changing Homeland Security: What is Homeland Security?*, Bellavita provides analysis that yields seven different possible definitions, which are presented and described. It is in this article that he proposes that one could develop a “correspondence view of the truth” of what homeland security is by studying what homeland security officials are actually doing. This suggestion formed the basis of this research.

Another article written entitled *Changing Homeland Security: What Should Homeland Security Leaders Be Talking About?*, Bellavita frames three basic groups of people who care about homeland security; strict constructionists who maintain that homeland security is about terrorism, middle-of-the-road moderates who sense that an all-hazards approach is necessary, and radical reconstructionists who think homeland security is about something more than hazards. Bellavita’s paper provides a context for comparison of the homeland security leaders interviewed as part of this study.

Finally, in *Changing Homeland Security: Shape Patterns, Not Programs*, Bellavita makes the case that homeland security’s complexity requires a different approach than standard governmental program management. He asserts that, “recognizing and managing systemic patterns—rather than focusing on programs—would benefit homeland security” (Bellavita, 2006). This article makes the overt recommendation for applying the principles of complexity theory and emergent behavior to the “wicked problems” of homeland security.

E. HOMELAND SECURITY PROGRAMS

1. Federal Level

In the introduction to the final report of its Quadrennial Homeland Security Review (QHSR), the Department of Homeland Security (DHS) states:

In the years since 9/11, homeland security has become commonly and broadly known as both a term and as a Federal department. Less well understood, however, has been its ongoing purpose and function. What is homeland security? (2010, p. 1)

It is interesting, and perhaps disconcerting, that the question *What is Homeland Security?* appears in a QUADRENNIAL review of the Department of HOMELAND SECURITY. In this passage, it seems to intimate that the term has undergone a spontaneous etymological evolution akin to “Kleenex” morphing from a brand name to the general term for all facial tissue. Yet, the strategies issued by the department itself have contributed to the ambiguity of the term homeland security.

If managing risks is about managing uncertainty, homeland security is an “enterprise” (as the QHSR refers to it) which itself **represents** uncertainty. The term “enterprise” is put forward in the QHSR as a way of describing homeland security. This term has been used previously, including in a Heritage Foundation paper in which author Matt A. Mayer stated “Fundamentally, we should view homeland security as a national enterprise” (Mayer, 2009, p. 2). But the term represents another, albeit new, ambiguity and lends little clarity to what comprises homeland security.

The QHSR report admirably attempts to address the question, and states that “ultimately homeland security is about managing risks to our Nation” (2010, p. 2). This definition is the latest in a series of attempts to define what has become a uniquely American subcategory of national security. In the face of changing definitions, changing priorities, and changing organizational structure, homeland security has survived at the national level. But how homeland security is faring at the state and local levels, where the first responders to homeland security incidents reside, remains unclear.

Over the past decade, homeland security has been defined differently in various documents developed by the U.S. Department of Homeland Security. The original National Homeland Security Strategy was released in 2002. Its primary strategic objectives were to:

- Prevent terrorist attacks within the United States;
- Reduce America’s vulnerability to terrorism; and

- Minimize the damage and recover from attacks that do occur (Office of Homeland Security, 2002).

The subsequent 2007 version reflected a post-Katrina departmental mindset that “effective preparation for catastrophic natural disasters and man-made disasters, while not homeland security *per se*, can nevertheless increase the security of the Homeland” (2007, p. 3). The definition has continued to evolve over the last several years. The QHSR describes homeland security as:

The intersection of evolving threats and hazards with traditional governmental and civic responsibilities for civil defense, emergency response, law enforcement, customs, border control, and immigration. In combining these responsibilities under one overarching concept, homeland security breaks down longstanding stovepipes of activity that have been and could still be exploited by those seeking to harm America. Homeland security also creates a greater emphasis on the need for joint actions and efforts across previously discrete elements of government and society.

Homeland security is a widely distributed and diverse—but unmistakable—national enterprise. The term “enterprise” refers to the collective efforts and shared responsibilities of Federal, State, local, tribal, territorial, nongovernmental, and private-sector partners—as well as individuals, families, and communities—to maintain critical homeland security capabilities. The use of the term connotes a broad-based community with a common interest in the public safety and well-being of America and American society that is composed of multiple actors and stakeholders whose roles and responsibilities are distributed and shared. (DHS, 2010, pp. viii–ix)

While this long and complicated explanation is useful in framing discussion around homeland security issues, it does little to further the understanding of what homeland security officials need to know, or what they do when they are engaged in the associated activities. While making the case that homeland security is a “national enterprise” may help the public relate to the scope of involvement (everyone), the reality is that when an incident occurs it is often a local enterprise, drawing first and foremost on the abilities and preparedness of local agencies and their leaders.

Since national strategy can be far removed from local government concerns, it is not clear that the ideals and objectives outlined in the national homeland security

strategy(ies) have translated to and been institutionalized by local governments. According to the Government Accountability Office (GAO), a good national strategy would provide the necessary incentives for nonfederal organizations to apply the “tools of government” to the problem. These tools include the legislation and budgetary line items necessary to institutionalize and provide ongoing support for the endeavor (Government Accountability Office [GAO], 2004, p. 19).

It is unclear that these tools are being applied, or that institutionalization is taking place at the state and local levels. While grant programs continue to be popular ways for state and local governments to obtain much needed funding for homeland security-related programs, even “successful” and widely popular endeavors such as fusion centers report resource shortages and difficulties with sustainment.

2. State of Michigan

Another important aspect of this research is to gain understanding the homeland security environment in Michigan. To develop this understanding, this research involved the review of several state planning documents, including the state’s homeland security strategy, the Michigan State Preparedness Report, and the Michigan Emergency Management Act.

The initial State Homeland Security Strategy for Michigan was formally approved in January 2004. Michigan’s initial strategies were known to be some of the most detailed in the country and, up until 2008, Michigan had the second-longest homeland security strategy in the country according to DHS; however, the case is not being made that longer was better. Since then, updates and revisions have been completed and the most recent and current strategy was approved in January 2010.

In addition to the State Homeland Security Strategy, the state of Michigan has prepared the required State Preparedness Report (SPR). The SPR provides a comparison of Michigan’s preparedness programs and capabilities against eight national priorities. The analysis outlined in the SPR identified areas of concern to be addressed an effort to improve preparedness. The SPR also details the state’s regionalization program, in which the state is divided into seven regions for the purpose of distributing resources. This

regional approach provides resources to the entire regions rather than to individual towns, cities and counties. The goal of regionalization is the sharing of resources within the region to enable adaptation of capabilities based on the unique characteristics within the region.

Another relevant document is Michigan's Emergency Management Act (Public Act 390 of 1976), which provides the framework for emergency management in the state. According to this act, the Michigan State Police are to coordinate emergency management activities in the state. It also requires the cooperation of local governments and the designation of "emergency management coordinators" at the state and local levels. The act outlines the approach by describing the structure at the local level. It specifies:

Sec. 9. (1) The county board of commissioners of each county shall appoint an emergency management coordinator. In the absence of an appointed person, the emergency management coordinator shall be the chairperson of the county board of commissioners. The emergency management coordinator shall act for, and at the direction of, the chairperson of the county board of commissioners in the coordination of all matters pertaining to emergency management in the county, including mitigation, preparedness, response, and recovery. In counties with an elected county executive, the county emergency management coordinator may act for and at the direction of the county executive. Pursuant to a resolution adopted by a county, the county boards of commissioners of not more than 3 adjoining counties may agree upon and appoint a coordinator to act for the multicounty area.

(2) A municipality with a population of 25,000 or more shall either appoint a municipal emergency management coordinator or appoint the coordinator of the county as the municipal emergency management coordinator pursuant to subsection (7). In the absence of an appointed person, the emergency management coordinator shall be the chief executive official of that municipality. The coordinator of a municipality shall be appointed by the chief executive official in a manner provided in the municipal charter. The coordinator of a municipality with a population of 25,000 or more shall act for and at the direction of the chief executive official of the municipality or the official designated in the municipal charter in the coordination of all matters pertaining to emergency management, disaster preparedness, and recovery assistance within the municipality.

These officials, state, county and municipal emergency management coordinators, are the state and local homeland security officials of Michigan.

Specific information describing homeland security within local agencies in Michigan was scarce. Phone calls to several county officials provided some limited sources of information. All documentation received were resolutions passed by County or Township Boards and in each instance the resolutions provided for the establishment of emergency management coordination within the jurisdiction. No specific information was obtained documenting a difference in the duties related to homeland security as distinct from the duties of emergency management within the jurisdiction. Although it should be noted that several individuals interviewed for this research indicated that their respective jurisdictions did have such documentation.

F. SUMMARY OF LITERATURE REVIEW

The literature and documents reviewed in this chapter were selected because they describe who homeland security officials are and explain what they do. The literature supports the notion that the term homeland security official is a United States concept. These documents also suggest that these officials are likely to be associated with one of four primary disciplines of law enforcement, emergency medical services (EMS), fire, and emergency management. However, these homeland security officials might be associated with a number of disciplines related to preparedness. Generally, these homeland security officials may be managers or leaders within their organizations. The literature also supports the notion that homeland security is a complex environment, and that the maintenance of high-reliability operations, such as government initiatives, requires a specific set of skills.

This study researches the characteristics of state and local homeland security officials in one state—Michigan. Therefore, this review included strategies, plans and regulations that frame efforts and set priorities for state and local homeland security in Michigan. Based on this review, state and local governments are mandated to develop and appoint persons with the responsibility for responding to emergencies in state and local jurisdictions and sectors.

III. METHODOLOGY

“First responders are in homeland security. We have had to change our policing philosophy because of homeland security. We have had to look at a more global outlook. In the past we haven’t had to worry about the potential terrorist. We are just outside [critical infrastructure], who is to say that we won’t be involved in terrorism?” (Interview #6, July 26, 2010)

This research endeavors to contribute to the understanding of homeland security by studying practitioners at the state and local levels. As stated earlier, Dr. Bellavita’s challenge to develop a “correspondence view of the truth” by finding out what homeland security officials actually do provided an intriguing research question to address (2008, p. 21). Implicit in the research question is the need to study homeland security officials to determine the nature of their work. Since existing research on this subject is limited, the development of theories and the drawing of conclusions could only be accomplished through a grounded theory methodology. Grounded theory provides a methodology for the development of a theory based on the emergence of ideas and information through the process of collecting and analyzing data.

A. RESEARCH PARTICIPANTS

The individuals interviewed for this research were state and local homeland security officials. This disciplines of the participants aligned with the ODP “initial ten” disciplines developed in the research conducted by Pelfrey (2004). The researcher had access to homeland security officials at both the state and local levels in the state of Michigan, and since 2002 has been both participant and observer of homeland security activities within the state. As Co-Chair of the Michigan Homeland Security Preparedness Committee, the researcher occasionally assists the Deputy Director of Homeland Security as leader of the Homeland Security Advisory Council (HSAC). The Michigan HSAC is comprised of state and local agency leaders that advise the Governor of Michigan on homeland security issues.

Created by Executive Order in 2003, and reiterated by Executive Order in October of 2009, the role of the Michigan HSAC is to advise the [Michigan Homeland

Protection] Board and to provide input, advice, and recommendations to the Board on any issues deemed necessary by the Board.” The HSAC was created and defined by executive order, as was the Michigan Homeland Protection Board to which the HSAC, and its sister committee the Homeland Security Preparedness Committee, report. The Homeland Security Advisory Council’s members include all seven regional board chairpersons, select state agencies, the State County and Townships Associations, Michigan Sheriff’s and Police Chief’s Associations, Association of Michigan Fire Chiefs, Michigan Health and Hospital Association, and the American Red Cross Michigan Chapter.

The Michigan Homeland Security Advisory Council has 38 current, active state and local level members. The research focused 25 of the members who agreed to be contacted in an initial solicitation to discuss the research. The initial solicitation to participate in this study was conducted in person at a meeting of the Council. Following the initial contact, these 25 members were contacted by telephone to schedule interviews. A total of 21 homeland security officials agreed to participate in this research project. Overall, this study interviewed 55% of the Homeland Security Advisory Council. The names of the individuals who participated are provided in Appendix II. However, only 19 gave permission to have their names listed.

B. INTERVIEW QUESTIONS

Each interviewee was asked questions that fall into three categories: agency, duties, and personal. There are three main questions in each category. The first category asked the interviewee to identify his/her agency and that agency’s role in homeland security in their respective jurisdictions. Also within the first category, participants were asked to provide information regarding their agency’s plans, procedures, guidelines and strategies related to homeland security. The goal of these agency questions was to determine the agencies that are associated with state and local homeland security officials—answering the question “Where do state and local homeland security officials

work?” These questions also shed light on the level of institutionalization of homeland security at the state and local levels. In other words, how integrated into government has homeland security become?

In the second of the three categories, questions were asked concerning the interviewee’s position and duties. The participants were asked about their position description, and whether their official capacity includes a homeland security mandate specifically and, if so, what the mandate says. An additional question asked what the interviewee what they did in their most recent week of work. They were asked to describe the activities they undertake during a typical week. This question purposely excluded the words “homeland security.” These questions were designed to provide an understanding what state and local homeland security officials actually do during a typical work week.

The final category, personal, addressed the final category in two questions. The first asked the participant to describe their background and education. The second asked the interviewee how their position is funded. In other words, where the funding comes from that pays their salary. Understanding the background of state and local homeland security officials will provide insight into the type of professional currently serving in these roles. Also, the funding source addresses the institutionalization issue once again, as effective government programs are funded from stable sources and included within agency budgets (GAO, 2004).

The intent of these questions was to develop a framework to provide a context within which to examine homeland security practitioners. In summary, this research created a framework that asked each research participant a series of questions and these were broken down as follows:

1. Agency
 - a. Agency name
 - b. Agency's role in homeland security
 - c. Agency's plan and procedure
2. Interviewee
 - a. Position
 - b. Duties
 - c. Typical Week
3. Personal
 - a. Education
 - b. Experience
 - c. Funding for position

C. RESEARCH DESIGN

This research employed an interview approach using a combination of semi-structured questions and relevant probing questions. All efforts were taken to ensure that the interview process remained as consistent as possible throughout this project. A common questionnaire guided the interviews, and the researcher recorded the answers on pre-printed answer sheets. The interviews began with a statement ensuring confidentiality. Direct quotes and other pertinent comments were recorded during the interviews by directly typing them into a computer. Interviewees were advised of the nature of the survey and the general area of study being pursued.

The 21 interviews were conducted between July 21, 2010, and August 31, 2010. Each interview was conducted either in person or via telephone. The interviews were not recorded but copious notes were taken. In each instance, the study participant received the interview questions in advance, along with an informed consent form. Interviewees were advised that the interviews were not recorded, but that notes would be taken during

the interview. Notes were taken directly into files on a secure Department of Defense computer, results were then saved and password protected.

Interviews were scheduled according to the availability of members. No particular order was used. Each interview took anywhere from 20 minutes to over one hour to complete, depending on the discussion. The six questions in some cases led to extended discussion and additional data. The standardized questions enabled the researcher to obtain specific information targeted at the various research questions. To collect relevant information, the researcher grouped the open-ended questions in broad categories around the three main groups of questions. The use of probing questions enabled the researcher to draw out additional information from the respondents.

D. DATA ANALYSIS

The collected data was analyzed and coded according to a grounded theoretical method. As the interviews were conducted, data was analyzed and patterns emerged, which then provide insight into the population being studied. The research questions were arranged according to the foundational framework of agency information, duties, and personal information. These patterns led to theories about the studied group that are “grounded” in the data collected in the field.

The notes taken during the interviews were then printed, and physically sorted into categories. For example, state officials and local officials, law enforcement officials and non-law enforcement officials, and so on. Data was then assembled for presentation. The coding categories emanated from the three foundational categories, but were developed and refined based on the collected data and the emergence of themes during the research and discussions. Grounded theory allows for this adaptability, and some categories were not anticipated and developed over the course of the study.

E. RESEARCH LIMITATIONS

One of the limitations of this study is relatively low response rate. Several of the individuals approached to participate indicated that they did not feel as though they had a role in homeland security. Several individual members of government associations who

attend committee meetings reported doing so for informational purposes to support their members, and explained that they had no real interest in homeland security issues and did not feel as though they had anything valuable to add.

This research only addressed the role of state and local members of the HSAC. No federal government representatives were interviewed for this study even though two serve on the HSAC. It was determined that the focus of this study would be state and local level homeland security officials. However, it is recognized that they may have added a unique perspective with regard to the research questions.

Another limitation is that the study focused on Michigan only. It is not clear if similar results would be obtained in other states. However, given that federal guidance and support is uniform in all states, it is likely that the findings would be similar.

Having a single person involved in the coding process is a potential limitation. This research method required the identification of themes based upon the perception of a on a single coder to categorize the data. Steps were taken, however, to increase reliability by triangulating the interview data with existing literature.

IV. DISCUSSION OF KEY FINDINGS

“You could be in the middle of a paradigm shift. Years ago—we didn’t have police chief and fire chiefs that had higher education. They just picked the best guy for the job. Now to be a chief you have to have a combination of education and experience. I think HLS is going to become more defined and become more rooted in the community’s expectations” (Interview #15, August 12, 2010)

A. INTRODUCTION

This chapter discusses the analysis of the data collected in 21 interviews with homeland security officials in Michigan. The previous section provides the details of the data collection methods. As stated in the research method section, members of the Michigan Homeland Security Advisory Council were each asked questions in three categories, each category containing several questions relating to the participant’s agency, duties, and education and experience, respectively. The initial questions inquired about the individual’s place of employment, and that agency’s role in the homeland security enterprise.

B. PARTICIPANT DEMOGRAPHICS

Of the 21 subjects interviewed, 17 were men and 4 were women. This ratio also reflects the general makeup of the overall HSAC, which has 36 male and 7 female members in total. Study participants represented state, county and city employees. This study was able to obtain interviews from 100% of the state’s regional board chairs, and the state’s Director and Deputy Director of Homeland Security, along with the Governor’s Homeland Security Advisor.

Additionally, homeland security officials representing several of the state’s largest cities; Detroit, Lansing, and Battle Creek participated. Two other large cities, Grand Rapids and Kalamazoo, are located in counties of study participants. Other officials interviewed included township homeland security officials and state agency homeland security officials in public health, agriculture and government/administrative positions.

The following table illustrates the distribution of homeland security officials who participated in the study by level of government:

Distribution of Participants by Level of Government	(N=21)	<u>n</u>	<u>%</u>
State	7		33.3%
County	9		42.8%
City	3		14.3%
Township	2		9.5%

Table 3. Participating Levels of Government

The state and local homeland security officials interviewed were posted to leadership positions within government. Their positions ranged from traditional public safety disciplines to appointed government officials. The following table provides the general distribution of position types of the study participants:

Distribution of Participants by Agency Type	(N=21)	<u>n</u>	<u>%</u>
Government Executives/Appointees	2		9.5%
Civil Servants in Management Positions	4		19.0%
Civilian Emergency Management Coordinators	5		23.8%
Law Enforcement Command Staff	8		38.0%
Fire Department Command Staff	2		9.5%

Table 4. Positions of Participants

In summary, this study interviewed the key state and local homeland security officials in Michigan—men and women in leadership or management positions within state, county and municipal governments. The category of law enforcement command staff had this highest number of members represented, although, as will become evident in the next sections, many of the professionals listed in the other categories had experience in law enforcement or fire protection, or in some cases, both.

C. AGENCY INFORMATION

1. Agencies

HSAC members interviewed for this study were generally employed by either police agencies, counties, or the state, with a few exceptions. The following graphs illustrate the results:

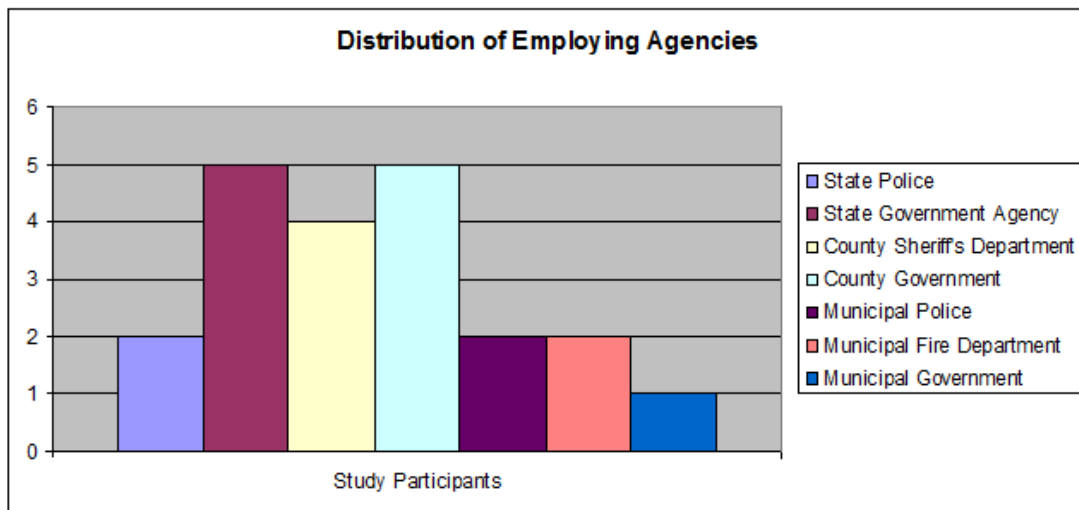


Figure 4. Distribution of Employing Agencies

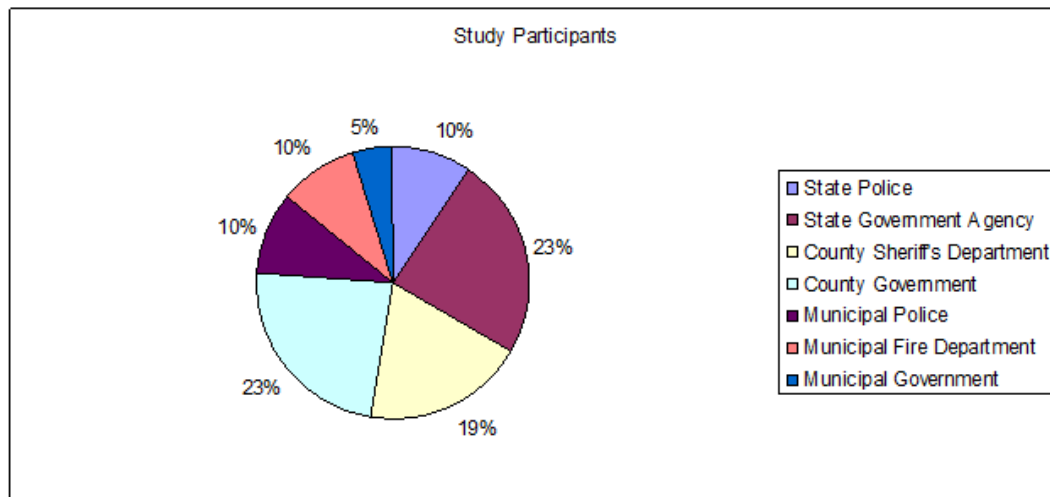


Figure 5. Agency Affiliation of Study Participants

Based on the information provided by the participants in this Michigan-based study, homeland security activities at the state and local levels are being managed mostly by civilian government employees and law enforcement agencies (85%). However, there are interrelationships between these groups, which will be discussed later in this chapter.

2. Agency Role in Homeland Security

In the second part of Question #1 participants were asked to describe their agency's role in the homeland security enterprise. Responses were generally related to the agency's role in government. For example, local emergency management coordinators used phrases such as ~~planning~~ and response," ~~natural~~ and manmade disasters," ~~hazard~~ mitigation" and ~~manages~~ major disasters" in association with their jurisdictions (Interviews 11, 1, 2 and 10, respectively). Local emergency management coordinators tended to focus less on terrorism. Of 14 local-level homeland security officials, only three mentioned ~~terrorism~~" in response to this portion of the question according to the research notes. The terms ~~emergencies~~" or ~~disasters~~" were used more frequently to describe the type of incidents with which they are involved.

All of the homeland security officials interviewed described their agencies' roles as managing the planning for and response to incidents in their jurisdictions or specialty area. For instance, county emergency management coordinators manage incidents in their counties, while state agency homeland security officials managed incidents in their sectors—food and agriculture, transportation, etc. Each respondent described some facet of the prevent-protect-respond-recover paradigm (DHS, National Preparedness Goal, 2005) or planning and mitigation as being part of their agency's duties.

Finally, grants and grants management featured prominently in the discussion of the agency roles. Most of the homeland security officials interviewed were responsible for managing their agency's involvement in the homeland security grant programs. One county-level homeland security professional described his duty as ~~fiduciary~~" for his region as being his most significant homeland security activity (Interview #13, August 10, 2010).

Many of the respondents expounded upon their view of the relationship between homeland security and emergency management in conjunction with the discussion of their agency's role in homeland security. Comments such as these illustrate the sentiment of state and local homeland security officials with respect to this issue:

"for locals, a lot of it is synonymous with emergency management. It just came about that way because the Feds passed it to the state and the states used their existing emergency management framework to do it." (Interview #8, July 26, 2010)

"My perspective is emergency management has been swallowed up by homeland security. At the local level—emergency management is homeland security." (Interview #10, July 27, 2010)

"We look at homeland security like we look at emergency management. It just brings a manmade event to the issue of emergency management. That's how we play the role of homeland security." (Interview #20, August 31, 2010)

"Homeland security is emergency management with a greater emphasis on manmade threats." (Interview #18, August 13, 2010)

"I believe that in Michigan we approach things from an all-hazards perspective, and I feel that homeland security and emergency management are intertwined." (Interview #21, August 31, 2010)

These Michigan homeland security officials reported seeing little difference between homeland security and emergency management from practical standpoint. One professional described the only difference as the ~~investigative~~ portion" (Interview #21, August 31, 2010). Some respondents, particularly at the state level, described the ~~intertwined~~ work to be wholly categorized under homeland security. ~~All our work is homeland security~~" stated one law enforcement official (Interview #18, August 13, 2010). Several officials at all levels described the two activities as synonymous, and one described the two as complimentary, ~~similar to operations and intelligence~~" (Interview #4, July 23, 2010).

3. Agency Plans and Procedures

Another part of the research question asked the study participants to describe their agencies' strategies, plans, procedures and guidelines related to homeland security. The purpose of this question was to gain insight into the level of institutionalization of homeland security within these state and local agencies. Of the 21 respondents, 10

reported that their agency strategies, plans and guidelines contained references to homeland security. Of these 10, the majority, greater than 80%, were cities and counties that had incorporated ~~“terrorism annexes”~~ into their ~~“emergency action guidelines”~~ or EAG’s. This was the most common way at the local level that homeland security issues had been documented. State-level agencies reported mixed results, with about 1/3 of all state agencies reporting homeland security language in their plans, strategies and guidelines.

As noted above, state and local officials often described homeland security as an addendum to emergency management plans. One local official explained that in his jurisdiction ~~“our emergency action guidelines for our county emergency plan identify in the event of a homeland security issue a checklist of considerations related to homeland security”~~ (Interview #3, July 23, 2010). Another official noted that their mandate was to ~~“preserve and protect lives and property from emergencies and disasters of all types”~~ and that this sufficiently incorporated homeland security into their local plans (Interview #5, July 23, 2010). Finally, a local representative described his frustration with the amount of work required to manage the complexity of his job:

The size of the program dictates the inclusion based on what I have time to do and what I don’t. Beyond the recognition of critical infrastructure, homeland security is not included much. Some programs have directors and deputy directors and secretaries. My focus is to stay on top of deadlines and things that I am required to do per DHS, FEMA, MSP etc... I added homeland security to my [business cards and letterhead] because I am responsible for it and it helps with awareness. (Interview #12, August 10, 2010)

One state official noted that ~~“in [our sector], people don’t really know where they fit in homeland security”~~ (Interview #11, August 12, 2010).

D. INTERVIEWEE

Questions in this area focused on the position and the duties of the participants. This research looked at participant’s position title and description. It was explained that the information sought was the official position title and description recognized by the participant’s employer. The importance of this distinction became evident during the data

collection process, as it became apparent that several state and local homeland security officials had added ~~“homeland security”~~ onto their title unofficially, for example on their business cards. While this was ostensibly done with the blessing of their agency, it was often not the recognized title for their position.

1. Position Title

The following is a listing of the official titles reported:

- Emergency Management Supervisor
- State Administrative Manager (2)
- Emergency Management Coordinator (6, 1 adds ~~“and Fire Chief”~~)
- Director of Homeland Security and Emergency Management (2)
- Deputy Director of Emergency Management and Homeland Security
- Chief of Police
- Office Director
- Assistant County Administrator
- Emergency Services Coordinator
- Emergency Management Chief
- Chief Deputy Sheriff
- Safety and Security Administrator
- Homeland Security Advisor
- Director of Emergency Management

This listing shows only 5 of 21 titles contain the term ~~“homeland security.”~~ However, 11 of the 21 contain ~~“emergency”~~ in some context, and the most common title for the homeland security officials in Michigan is ~~“Emergency Management Coordinator,”~~ which is the title used in PA 390, Michigan’s Emergency Management Act.

2. Position Description

Study participants were also asked if their position descriptions, again the official copies recognized by their employers, contained a homeland security duty or mandate. Nine of the respondents reported that homeland security was, in fact, included in their

official position description. Eleven reported that their position descriptions did not have any mention of homeland security in them, and one was unsure and was unable to verify before the publication of this study.

3. Typical Week

When study participants were asked to describe the activities that would be undertaken in a typical work week as a homeland security professional, several of the respondents retrieved their calendars and described their work activities. Most respondents described the categories of their activities with percentages. This trend was observed early in the interview process and was therefore recommended to later interviewees who struggled with how to frame their answers. The following chart illustrates the activities reported by homeland security officials in Michigan:

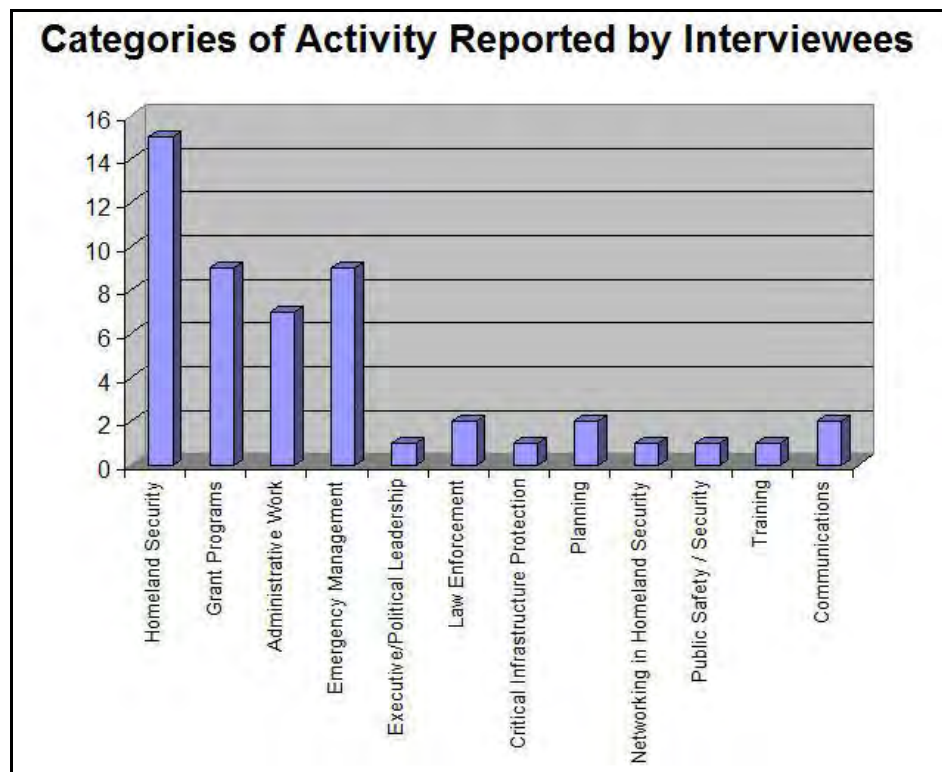


Figure 6. Categories of Activity Reported by Study Participants

As indicated in the introductory section of this chapter, 51% of homeland security officials who participated in this study were state and local civil servants, 34% were law

enforcement officers, and 10% fire officials. Of the enlisted professionals, all members held the rank of Lieutenant or above. Both fire officials were Fire Chiefs.

Of the civil service positions (state, county and municipal government employees) a total of 9 of the 21 individuals interviewed were their agency's designated PA 390 emergency management coordinator. In addition, 5 of the enlisted personnel represented their jurisdictions as PA 390 emergency management coordinator. As such, 66% or two-thirds of the homeland security officials interviewed had the primary responsibility for emergency management in their jurisdiction.

E. PERSONAL

Study participants were asked about their work education and experience in order to better understand the pedigree of the state and local homeland security professional.

1. Education

The researcher asked each participant to describe his or her educational background, and any collegiate education, including the degree program and university. The following table illustrates the level of education possessed by state and local homeland security officials in Michigan:

Distribution of Participants by Highest Level of Education Completed			
	(N=21)	<u>n</u>	<u>%</u>
High School Diploma		3	14.2%
Bachelor's Degree		10	47.6%
Master's Degree		6	28.5%
Doctoral Degree (inc. Juris Doctorate)		2	9.5%

Table 5. Degree Levels of Participants

Table 3 illustrates that 18 of 21 or 86% of homeland security officials interviewed reported possessing at least a bachelor's-level college education. Bachelor's degrees possessed by these individuals were in the following disciplines:

Distribution of Participants by Bachelor's Degree Discipline			
	(N=21)	<u>n</u>	<u>%</u>
Criminal Justice / Law Enforcement*		5	23.8%
Business Administration		3	14.2%
Sociology / Psychology		3	14.2%
Other		8	38.0%

*- two interviewees possessed criminal justice associates degrees but their bachelor's degrees were in other disciplines

Table 6. Degree Disciplines of Participants

Table 4 points out that the majority of study participants possessed degrees in criminal justice. Overall 7 of 21 or one-third of participants possessed either an associate's or a bachelor's degree in criminal justice or law enforcement.

2. Experience

In addition to academic information, most study participants reported their professional credentials to include law enforcement and fire fighter certifications. These were not requested specifically by the question, but as the data began to develop the researcher requested the information as part of the discussion associated with question 5. The three interviewees who did not possess college degrees were certified as law enforcement officers. In fact, 14 of 21 or two-thirds of study participants were certified law enforcement officers or certified fire fighters. Of these, 6 held the title of chief either at the time of the interview or during their career.

Analysis that includes only local officials and excludes state-level officials shows that a full 11 of 13 or 84.6% of homeland security officials included in the study were certified law enforcement officers or fire fighters.

The trend involving the preponderance of law enforcement and fire protection professionals was apparent to several of those interviewed, and was mentioned during the discussions. One local official remarked that, "I was just reading an article which asked the question what is homeland security and stated that it is a retirement job [for police and fire]." He added "Perhaps someday we will have a professional corps for homeland

security, but for now we are pulling from the feeder elements” (Interview #4, July 23, 2010). By “feeder elements” this local homeland security leader meant the key disciplines that are recognized generally as law enforcement, fire service, emergency management and public health (Hagen, 2006). Another local official remarked “It is my law enforcement experience that has given me the ability to do homeland security” (Interview #3, July 23, 2010). Finally, the remarks of one local official regarding the recruitment of experienced professionals from the key disciplines of homeland security reflect well the overall sentiment of the interviewees. After explaining their background as both certified fire fighter and law enforcement officer, this local official explained why, in his opinion, homeland security officials should be experienced law enforcement or fire officials:

Many times this kind of experience is what they are looking for in emergency managers. There is absolutely no way that a homeland security degree graduate—homeland security when you are talking about terrorism and things like that—they want some experience, some law enforcement knowledge. Not just book smart—it’s way too hard to pick that up [experience]. We take command. As a fire chief you roll up on a scene and take command. I bring the resources and the background. It’s the same for officers that come out of the academy—sure they are certifiable—but they need to do the work and get the experience. I think they should all get a business degree. You need experience and knowledge of finance and communication—they are going to exceed the homeland security possibilities for recruitment. The guy that stands out is the guy that had a well-rounded law enforcement career. What’s the degree bring to the table when you are dealing with a terrorist attack? I would get a business or public admin degree—its more versatile. (Interview #20, August 31, 2010)

Several interviewees echoed the opinion that first responders were qualified potential homeland security officials, but not all study participants felt that homeland security was unteachable. One local official stated that he felt that homeland security could certainly be taught to undergraduate students, under certain conditions:

I think you can teach homeland security to undergraduates, but a set of core competencies must be set up. For instance, without intel, how do you know the threat, without the threat, how do you know where the vulnerabilities are, without that, how do you know what the mitigation resources are.... This can be taught. Intel is a core, protection of critical

infrastructure is a core, the threat of “CBRNE” is a core, explosives and how much, these are core elements. (Interview #4, July 23, 2010)

This interviewee supports the development and documentation of the core competencies of homeland security, which would also clarify what homeland security is and does.

3. Funding

The final question in the category of personal information asked the study participants to identify the sources of funding that directly supports their position. The results provide insight into the existing systems that are supporting homeland security.

Of the 13 local officials interviewed, 10, or 76.9%, were supported by the emergency management performance grant (EMPG). The EMPG is a federal grant program administered by the Federal Emergency Management Agency (FEMA). It is described, according to FEMA’s website, as a “unique program designed specifically for emergency management community” (FEMA Website “EMPG FAQ’s,” Retrieved September 14, 2010). One of the eight state-level positions was funded 100% by the EMPG.

In the cases researched in this study, the EMPG supported homeland security officials directly, by paying salary and program costs, mostly at about 30%–40% of total program costs at the local level. If one was to define homeland security based on its most significant source of support, one may well define homeland security as emergency management at the local level, since the EMPG supports many of the local homeland security programs.

F. EMERGING ISSUES

1. Homeland Security Grant Programs

Homeland security grant programs, including especially the State Homeland Security Grant Program (SHSGP) and the Urban Area Security Initiative (UASI) were a major focus of state and local homeland security programs according to the study participants. At the local level, interviewees reported that they spent at least 10% of their total on the job time on homeland security grant-related issues, with two interviewees

reporting that the time spent was 60%–70%. These duties were, in many cases, reported in discussions related to the “time spent” question as in addition to or added to their normal or traditional emergency management duties. A local official reported that “homeland security has not increased my salary but has significantly increased my workload” and “we are not doing flood control activities, tornado preparedness and some other things we would normally be doing because we are instead doing buffer zone protection plans and [other] issues” (Interview #3, July 23, 2010). Another local official reported that they had a leadership position in the county and was asked by the county board to take on emergency management some years ago—the additional workload (and pay) was calculated at 10 hours. The official now reports that “with the addition of homeland security activities the emergency management side is up around 25 hours per week—there is no time to sleep” (Interview #10, July 27, 2010).

Talk to these same officials, however, about the positive impact of homeland security grant programs and none will dispute that their preparedness has improved, especially in the area of equipment, but many wonder about the cost to foundational programs. Several officials at both the local and county levels complained about the purchasing processes and the time necessary to spend homeland security grant funds. Based on the results of this study, this work is being done largely by existing emergency management professionals. It is not difficult to imagine that these resources are finite and that there is an impact that the administrative burden of grant programs are having on the general emergency preparedness of localities. This is an area of potential future research.

2. Collaboration

A major theme that emerged from the discussions undertaken during this research was the impact that homeland security has had on collaboration, regionally and beyond. Several state and local officials commented on the positive impact that homeland security and the associated grant programs have had in this area. A local official who is a regional chair reported that, “My county is happy to be regional board chair because it benefits our county. We don’t necessarily get extra money but we get access to information” (Interview #20, August 31, 2010). Another official stated that, “I did a tabletop [exercise]

yesterday with the U.S. Postal Service. I would never have had that opportunity and the benefit of the networking without homeland security” (Interview #1, July 21, 2010).

One homeland security professional reported that homeland security is, by definition, “coordinating other entities.” This local official felt that the issue that separates homeland security from emergency management is coordination based on regional threats and interdisciplinary collaboration:

I think a separate element called homeland security is critical because a lot of what you do at the local and state level is coordinating other entities. So many people think that homeland security is the police element and it isn’t. You can’t succeed coming at homeland security from your lane all the time. The coordinating element is the key. This must become the discipline. (Interview #4, July 23, 2010)

Other local officials echoed the importance of collaboration, and the role homeland security has had in furthering collaboration at the local and regional level. “In my early years as [local official], I looked at how the agencies in [my county] worked together, there was no regional thinking. There has been a huge change over the past ten years. I see us all working so much better together” (Interview #6, July 26, 2010).

For some, the benefits of homeland security have gone beyond grants and collaboration to include opportunities to consolidate local services. One official reported that, “homeland security has had a huge impact on the consolidation of regional response teams.” He goes on to say “the collaboration and eventual merger activities would not have likely happened, at least as quickly, without the advent of homeland security” (Interview #10, July 27, 2010).

Therefore one of the chief benefits of homeland security and the associated grant programs reported by participants in this study was the improved and increased regional collaboration.

G. SUMMARY OF DATA COLLECTED

This research identified several common themes that provide insight into the current homeland security enterprise at the state and local levels in a representative state. Most state and local homeland security officials have other responsibilities in addition to

homeland security. Many are emergency management coordinators for their jurisdiction or sector. Most are funded, especially local officials, by the emergency management performance grant. Many state and local homeland security officials are career law enforcement officers. Most have a college degree, many in criminal justice and law enforcement.

Homeland security is not totally institutionalized within local or state governments. In fact, more often than not official documentation of the governmental unit does not include ~~homeland security~~.” Often homeland security officials have added the term ~~homeland security~~” unofficially to agency letterhead or business cards.

These officials spend a great deal of their time working on homeland security, often in addition to other duties. Much of this time is spent managing the homeland security grant programs. These programs have resulted in improved preparedness, especially in the area of equipment, and enhanced collaboration with their regional partners.

In many cases, homeland security is seen as synonymous or part of or closely related to emergency management. Some officials use the terms interchangeably, while others draw a distinct line of demarcation. A few officials believe that homeland security is part of emergency management, and others feel that emergency management is an aspect of homeland security. What is sure is that there is a close relationship between the two, and that most homeland security officials are, in fact, emergency management agency leaders.

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V. CONCLUSIONS AND RECOMMENDATIONS

“Traditional emergency management and civil defense was designed to protect the local populations from all hazards too... Homeland security is an evolution to deal with a more complex, all-hazards and communications environment (Interview #10, July 27, 2010).”

A. INTRODUCTION

In 2003, the Century Foundation’s Homeland Security Project Working Group on Federalism Challenges developed a report that studied the role of states in homeland security. The report describes ~~many~~ “plans, little action” among the four states in the study. According to the report, the states surveyed ~~believe~~ that there is little difference between homeland security and other disaster threats, so they have made relatively few changes to prepare for the new risks” (Kettl, 2003, p. 10). The report also addressed what it described as ~~The~~ “The Meaning of ‘Homeland Security.’” According to Kettl, officials, especially at the local level, disagree about the meaning of homeland security. The lack of a uniform definition ~~has~~ created competing demands for scarce resources and significant gaps in the system” (Kettl, 2003, p. 11). The data collected as part of this study seems to support these earlier findings, and indicates that little change has taken place at the state and local levels since this earlier study.

Based on the data collected in this research, most homeland security officials at the state and local levels are also that jurisdiction’s emergency management coordinator. Their salaries are, in many cases, supported by a grant program that is ~~dedicated~~ specifically for the emergency management community.” Their official titles and position descriptions often do not contain the phrase ~~homeland security~~,” and often homeland security only exists in local or state plans as an annex to existing emergency management guidelines if at all. State and local homeland security officials are often experienced public servants and/or ex-first responders with a college education. Most have the primary responsibility for emergency management in their jurisdictions.

The results of this research indicate that homeland security is not a profession, at least not yet, particularly at the state and local levels. Homeland security is better defined at the state and local levels, based on this study, as an activity undertaken by emergency

management professionals or leaders in preparedness-related disciplines. The activity of homeland security is one that is taken up by the traditional public safety professional, often an emergency management coordinator for a jurisdiction or agency. The activity of homeland security involves engaging in regional collaboration, participation in grant programs (which often act as an impetus for said collaboration), information sharing and networking with peers across disciplines, and emergency response planning, training and exercising.

Homeland security activities are often undertaken as time permits, as needed or when necessary to secure benefit. Because homeland security is not necessarily a structured part of the state and local government, practitioners might engage in homeland security activities outside of the “standard practice” of their professions. As such, the practice of homeland security is often as complex as the discipline itself.

Homeland security is undertaken by these emergency managers for the benefit of their respective jurisdictions or departments, either in the form of grant funds, information and/or collaboration. Homeland security does not exist as a self-supported function of state and local government. It does not in most cases have a stable funding source dedicated to the function. Homeland security provides benefits to state and local governments, but also uses the finite resources of these same state and local governments.

B. RECOMMENDATIONS

Several study participants, including the official quoted at the beginning of this chapter, remarked about the complexity of the homeland security enterprise—its many interconnected parts, complex systems and the expertise needed to navigate complex requirements and funding mechanisms. As in Snowden’s Cynefin framework, complex systems require that a probe-sense-act approach be taken to successfully adapt and respond. As such, the following are several recommendations for the homeland security community. These recommendations are designed to clarify and enhance the positive aspects of homeland security at the state and local levels, and disrupt the negative and ambiguous parts of the enterprise that have been brought forth as part of this study.

1. Design Homeland Security Education Programs for Complexity

Programs designed to support and enhance homeland security should recognize the complexity that exists, especially at the state and local levels. Officials engaged in the state and local homeland security enterprise are in many roles at once, and often more than one of these roles has a nexus to homeland security. By tailoring programs to support these officials and their diverse programs, the Department of Homeland Security and other federal agencies can improve the effectiveness of security programs. Examples might include the relaxation of restrictions on grant expenditures related to the acquisition of personnel or increased allowance for administrative costs, and the expansion of homeland security programs beyond CBRNE-related mitigation.

2. Augment EMPG for Homeland Security

Many of the officials interviewed for this research reported the utility of homeland security grants for the purchase of equipment. At the same time they reported difficulty in using homeland security grant funds for personnel. One local official reported that:

It is extremely difficult to manage the program without the necessary resources. The quality suffers because some of the people are being paid a token \$5.00 to attend homeland security activities in addition to their normal jobs. The region is set for equipment, we need funding for additional hours. (Interview #1, July 21, 2010)

Another interviewee stated:

The homeland security stuff are not bad things, but you can't hire people with these grants. By the time you get them trained the grant is gone. By the time you get them to a point where they are contributing they are gone. You end up working a lot more hours without pay. (Interview #3, July 23, 2010)

This research reveals that, at least in Michigan, most EMPG-funded emergency management programs have the responsibility for homeland security and emergency management. By recognizing this important relationship, federal programs can adapt and use this relationship to enhance the capabilities and resources of local and state governments and offset the demands of the homeland security enterprise. A primary goal

of this enhancement would be to ensure that local emergency management planning is not affected adversely by the advent of the homeland security enterprise and its demands on state and local emergency management officials.

3. Incorporate Homeland Security Into Curriculum of the Key Disciplines of Homeland Security

Degrees in homeland security provide limited opportunities for graduates of educational programs due to the lack of institutionalization of homeland security in state and local governments, the lack of use of the term beyond the United States, and the lack of clarity as to the core competencies of a homeland security professional. By incorporating homeland security curriculum into existing, recognized degree programs such as criminal justice, public administration, public health and others, homeland security can enhance these programs and maintain a status more aligned with the professional practice.

4. Enhance the Collaborative Aspects of Homeland Security

Collaboration was viewed as a key benefit of homeland security according to this research. Opportunities should be sought to enhance the collaborative aspects of homeland security by offering grants or incentives specifically targeted at enhancing networking and collaboration. These programs could also include assistance and support for regional collaboration and consolidation activities, which could decrease the number of agencies in the homeland security enterprise and thus improve the efficiency of the system.

5. Include Business and Communications in Homeland Security Educational Programs

Several homeland security officials involved in this study expressed their sentiments regarding the administrative aspects of homeland security and the associated programs. “I would get a business or public administration degree, it’s more versatile.” “You need experience and knowledge of finance and communication” (Interview #20,

August 31, 2010). The inclusion of business and communication education and training programs for homeland security will better prepare future homeland security officials to deal with the field's complex programs.

6. Clarify the Definition of Homeland Security

The most recent attempts at defining homeland security in the QHSR only further the ambiguity of the term. A standard definition that places homeland security as a ~~“leadership activity”~~ would serve to assist policy makers and educators in the development of programs and curriculum. The current ~~“reducing risk”~~ approach, while understandable, does little to convey the temporal nature of homeland security work, or its instability as a professional pursuit at the state and local levels where homeland security is most likely to have an impact. According to the results of this research, homeland security is best defined as a leadership activity of emergency management and public safety professionals who collaborate to reduce risk in their respective jurisdictions or sectors.

7. Include Complexity Theory in Homeland Security Curricula

Complexity and complex systems analysis and decision-making can be taught to homeland security professionals as a means to assist them in dealing with complexity. State and local homeland security officials would benefit from the recognition that complexity is a part of homeland security, and that there are tools and techniques, like the Cynefin Framework, to make sense of complex systems and environments. Teaching complexity and complex systems analysis and decision-making to homeland security officials will improve their ability to operate in crises and navigate complex homeland security programs and environments.

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APPENDIX. LIST OF STUDY PARTICIPANTS

Trent Atkins	City of Lansing
Paul Baker	Kalamazoo County
Kyle Bowman	Governor's Homeland Security Advisor
Mike Bradley	Berrien County
James Buford	Wayne County
Brad Deacon	Michigan Department of Agriculture
Anonymous	Local Government Representative
Mike Gray	Bay County
Vic Hilbert	Delta Charter Township
Kay Hoffman	Lansing Township
Daryl Lundy	City of Detroit
Tim McKee	Chippewa County
Mike McKenzie	City of Battle Creek
Anonymous	State Government Representative
William Pruzinsky	Michigan Department of State
Thomas Sands	Michigan State Police
Dan Scott	Grand Traverse County
Linda Scott	Michigan Department of Community Health
Jack Stewart	Kent County
Eddie Washington	Michigan State Police

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